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ABSTRACT

Focusing on the process by which community college leaders influence and manage their institutions, this monograph presents the Core Values Model, an organizational design that shows the interaction of three main elements: external forces, college systems and processes, and outcomes. A brief introduction describes the model, asserting that external forces drive leaders, leaders in turn develop systems to produce individual and group responses, and these responses produce outcomes and accountability data. The three components of the model are then described, beginning with the "drivers," or the external environment and college leadership. Next, systems and processes commonly affected by leaders are discussed, including college mission and educational strategies, the college culture, and information technology systems. Two types of outcomes (i.e., responses to leaders' systems and accountability data) are described, highlighting issues and techniques for achieving adequate responses within the college community. Change strategies employed by 10 community colleges are briefly described: Alabama Southern Community College, Colorado's Community College of Denver, Hazard Community College (Kentucky), James Sprunt Community College (South Carolina), Texas' Laredo Community College, Macomb Community College (Michigan), Florida's Miami-Dade Community College, Midlands Technical College (South Carolina), Palomar College (California), and California's Santa Barbara City College. Finally, an overview of strategies used by colleges and recommendations for implementing best practices are presented. Contains 19 references. (BCY)

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MANAGING CHANGE

A Model for Community College Leaders

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Introduction

How do community college leaders influence and manage systemic change in an environment that some have called "organized anarchies" (Cohen and March 1974)? To help answer that question, this monograph presents a model, referred to here as the core values model, showing an organizational design of core values and concepts in community colleges structured as human resource organizations. The model contains criteria drawn from two major sources: the Burke-Litwin model and the U.S. Department of Commerce Baldrige National Quality Award.

In 1992, Warner Burke and George Litwin proposed a causal model of organizational performance and change that includes the following organizational variables: external environment, mission and strategy, leadership, organizational culture and structure, management practices and systems, work unit climate, task requirements, individual skills, motivation, individual needs and values, and individual and organizational performance. Designed as a framework for evaluating behavior in all organizations, the Burke-Litwin model has been modified here to reflect the structure of a typical community college.

The core values model also was influenced by the U.S. Department of Commerce Malcolm Baldrige National Quality Award. Criteria for the Baldrige model include leadership, information and analysis, strategic planning, human resource development, management, process management, outcomes/results, and customer focus and satisfaction.

The core values model combines the Burke-Litwin model with the Baldrige Award framework, resulting in an analytical process for determining how community college leadership is managing change in order to respond to the public perception that we need to meet student and community needs more effectively. The core values model comprises three categories and seven criteria, as shown in Figure 1.

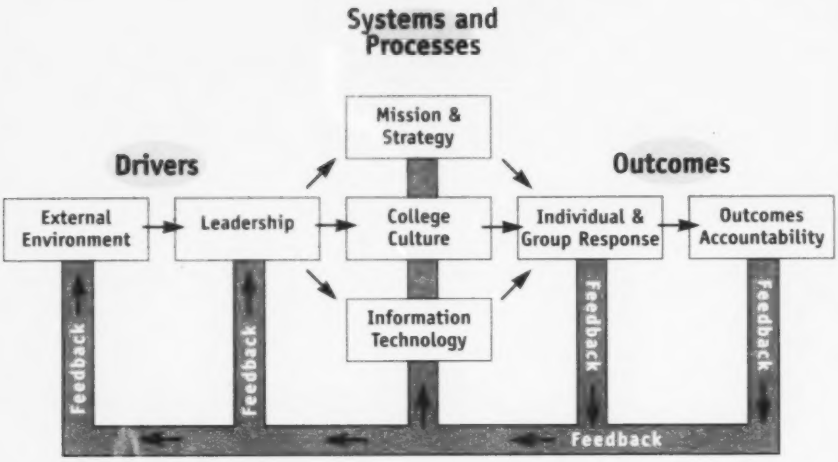

Figure 1. Core Values Model

The model assumes that external forces drive the community college leadership, which in turn develops systems and processes to produce individual and group responses. These responses produce outcomes accountability data that, in the form of benchmarks and institutional effectiveness, measure feedback into the other aspects of the model.

This monograph will further define the aspects of the core values model, present data regarding change strategies from a sample of community colleges, and offer some recommendations for the implementation of best practices by the American Association of Community Colleges (AACC) membership.

The Core Values Model

DRIVERS

External Environment

Today's business and educational worlds are characterized by increasing change—technological, cultural, social, economic, and personal—the net effect of which is increasing anxiety and insecurity and more pressure than ever before in our lives. We need a framework in order to address these problems. In community colleges, the newest branch of American higher education, we need to understand the maelstrom of forces on whose support we depend. The greatest of these forces are the effectiveness expectations of the public. The Midlands Technical College leadership team headed by Jim Hudgins has articulated the issue this way: "The emphasis on accountability and effectiveness offers an exceptional opportunity for community colleges to gain deserved regard from their communities, state officials, and constituents" (1997, ix).

In community colleges, the newest branch of American higher education, we need to understand the maelstrom of forces on whose support we depend.

Frank Newman, executive director of the Education Commission of the States, reports that state officials wonder why higher education officials are not players in the education reform movement (Midlands Technical College 1997, x). Newman's vice president, Kay McClenney (1991), says, "If we do not act, others will decide for us" and continues by emphasizing that "down one path, increasing frustration with higher education can lead public policy makers toward greater prescription and intrusion; down the other, decentralized management and positive incentives are taken as the key to lasting improvements." The saving grace of American higher education has been the public's awareness that regardless of the upheaval and the cost of education, it is redeemed by the higher purpose of educating young people. However, all of higher education is losing the public trust. Community colleges are sometimes weakened by the proliferation of course offerings, criticized because of deficiencies of their students, or made the victim of politically inspired assaults on their comprehensive mission.

Community colleges have become curiously inflexible institutions. The only change we are comfortable with is growth. We do not tend to have effective internal constraints on spending. We decide what ought to be in our courses and programs. We decide how much the student can pay and seek funding for the remainder of our cost. Consumers of our services, who range

from the fully supported student to the citizen motivated to improve job skills, have little choice but to pay.

Most ominous for the community college movement is that money is getting scarce. Taxpayers, lawmakers, and consumers of education are becoming more cost conscious, asking, "Can you not do more with relatively fewer resources?" Moreover, the federal government supplied 15 percent of the cost of higher education in 1980 and only 12 percent in 1993, and the figure continues to decline. State-level funding also has declined in terms of real dollars since the 1980s.

In response to the pressure, belt tightening has begun. We have deferred maintenance on our buildings. We have recruited more part-time faculty. State legislative committees are seeking more data on teaching loads and faculty release time. Outsourcing is occurring in such areas as personnel, bookstores, janitorial work, food service, and technical maintenance and repair. Controlling cost is obviously the major concern of lawmakers. Although becoming more adaptable and providing more learning faster and at a cheaper cost will be the eventual accountability demands, the accountability movement will seek to get a handle on spiraling cost first. In general, the closer the cost of a community college education to that of proprietary education, the more competitive the for-profit proprietary organizations become.

The accreditation bodies believe that public schools, colleges, and communities can do more with less through strategic planning. Management consultant Peter Drucker reminds us that we must take the long view in our planning. Nonprofit institutions exist for the sake of their missions. They exist to make a difference in society and in the lives of individuals. The first task of the leader is to make sure all individuals and groups, inside and outside of the college, hear the mission often, see the mission, and live the mission. Drucker also points out that the only reason for the existence of a public organization is to serve the people. The basic rationale for planning is that the college will be in existence for a long time. As long as there are people, there will be a need for colleges, and as long as there is a need for colleges, there will be a need to plan for the future together (Drucker 1990, 45).

Today, based on the public perception and legislative allocation of funding, higher education faces the most difficult time that it has in the last 50 years (Ewell 1993). Part of this difficulty lies with our inability or unwillingness to document the effectiveness of our efforts. In *Embracing the Tiger*, Roueche, Johnson, and Roueche call for several changes: immediately respond to external calls for effectiveness, increase internal communications, increase resources, and identify and commit to consensus on standards and criteria.

The outside forces that affect our business are many. The accreditation agencies have established criteria to account for the process in which the college plans and documents its outcomes. In addition, our students, the public at large, our communities, the state legislatures, and the state higher education commissions and staffs are challenging us to change.

Leadership

Gary Yukl, a modern meta-theorist, reports that no less than seven representative definitions of leadership have been developed by writers over a quarter of a century. Most definitions agree that leadership involves a social influence process whereby intentional influence is exerted by one person over other people to structure the activities and relationships in a group or organization (1994, 3). Yet the endless sets of leadership concepts and theories lead us to a single conclusion, and that is that all leadership is situational.

The concepts of transformational and cultural leadership serve us well when we consider the need to change the way things are done in order to survive external pressure. Contingency theory explains how a leader's style is related to position power and the nature of expected change. Since community college environments are becoming more political due to external demands for change, sources of power and influence also will be helpful in understanding how change can be led and managed. In this work, leadership is discussed from the perspective of the community college as a human resource development organization.

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Transformational and Cultural Leadership. The 1989 Roueche, Baker, and Rose work *Shared Vision* presents a study of transformational leadership in American community colleges. The study concluded that specific behaviors were employed by community college leaders in order to manage change and that within these behaviors, collaboration around organizational vision was perhaps the most important element of leadership. The most effective CEOs were those who saw that change would be possible through the development of a cohesive leadership team. The senior leadership team, in turn, formed cohesive teams in a cascading manner throughout the organization to include the formation of faculty and student development teams. The transformation process called for an inversion of the hierarchy whereby adult learners and their professional faculty appear on the top of the model and the layers of support appear as foundational.

Burns (1978) described transformational leadership as a process in which leaders and followers raise one another to higher levels of morality and motivation. Research indicates that the transformational leader transforms and motivates followers by making them more aware of the importance of achieving the assigned mission; by inducing them to transcend their own self-interest for the sake of the college, the team, and their students; and by then putting in place rewards that activate higher order needs for achievement, recognition, and the improvement of the quality of relationships with their own followers.

Cultural leadership concepts are based on the assumption that the leader's ability to influence change depends on the expectations of faculty, staff, and administration that change is necessary and that their positions are secure. The case studies introduced in this monograph demonstrate that transformation can occur without revolution, but that the process is fraught with danger. It takes great skill, patience, timing, and often serendipity to transform the organization without creating cultural pockets of resistance that can skillfully block change.

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Contingency Leadership. Fred Fiedler (1964) developed a program of leadership research that attempted to predict leadership effectiveness through determining how each leader would respond to his or her least preferred co-worker. In many community college environments where change is occurring, there exists a group of individuals who are typically uncooperative and often hostile to those associated with change. Even though the change is often externally driven through board policy, the CEO can become a lightning rod in organized resistance to change, a target toward whom resistant behavior is expressed. The resistance takes many forms, but unless the conflict is resolved quickly, the effectiveness of a CEO can be altered by a vote of no confidence.

If a group of institutional members is pressured to do something they do not wish to do, those members who are resistant often will gain the support of the entire group. Reorganization, quarter-to-semester conversion, the elimination of curriculum programs, and staff reductions are examples of situations in which collective power can be exerted to resist change. Fiedler's model would say that if leader-member relations have deteriorated somewhat but the relationship with the CEO is strong regarding the evaluation of the concept being implemented, then the leader should proceed from a positive, informal, and friendly core of leadership behaviors. If the relationship has turned sour,

however, the task is uncertain, and the CEO is in a weak position to specifically evaluate the performance of the faculty.

It is worth a major investment of time to analyze how change is to be introduced, how it can be influenced, what the best management tools are, where the resistance will come from, and what to do about rewards and sanctions. Innovation will be necessary to position the community college properly to meet the demands of the 21st century. Rogers (1983) wrote that the uncertainty of the future triggers concerns regarding innovation and change. Innovation presents the leadership and the college community with new alternatives without the assurance of success upon adoption. The major challenge for community colleges is how to speed the rate of adoption and how to diffuse innovation across the organization.

SYSTEMS AND PROCESSES

Mission and Strategy

According to the Carnegie Foundation for the Advancement of Teaching (1977, 256), there have been five major types of change in American higher education:

- establishment of new colleges
- development of innovations within the college mission
- unification of the philosophy of education
- adoption of minor changes within the curriculum
- experimentation and alternatives provided off the campus

In the United States during the late 1960s, community colleges were established at the rate of about one new college every week. Each new college required facilities, faculty, bonds, budgets, staff, administration, the selection of board and president, and thousands of decisions regarding the mission and the strategies necessary to run the college. Although many of those colleges were established primarily as transfer institutions, many also were established to train people for jobs. Within this mix of missions, strategies, and curricula grew the college within the community and the need for the college to serve the learner who brought to the college a variety of needs. The community responded to the needs of its

Innovation will be necessary to position the community college properly to meet the demands of the 21st century.

learners by establishing many add-on missions. The disadvantage of these innovations is that typically each enclave is isolated from the remainder of the campus, and the desire of each unit leader is to operate independently from the other units. Eventually, these enclaves develop their own cultures that resist both external change and internal attempts to regulate, control, and economize their programs.

Over the years, community colleges have been subjected to changes occurring within a discipline, such as ways to teach math. They also have been subjected to changes within a field of study. Allied health programs, for example, have responded to accreditation bodies by increasing the emphasis on the technical aspects of the degree often at the expense of general education requirements. These changes affect the length and content of the program, as well as staff patterns, cost, and interaction with outside agencies such as hospitals.

Piecemeal changes such as mandatory assessment and placement, eliminating language requirements, adopting prior learning assessment, and revising attendance policies are the most common forms of change in community colleges. They are relatively easy policies to change and are the easiest on which to gain consensus.

Changes on the periphery include experimentation and alternatives to attending classes on campus (*Carnegie Foundation* 1977, 256). A cluster of campuses, distance learning techniques, on-the-job instruction, and similar approaches have expanded the spaces in which instruction is delivered and the way in which it is delivered. The times at which instruction is offered also have expanded, and with the advent of the Internet, students will be able to take some courses when they prefer and often within their homes or work spaces (*Roueche, Johnson, and Roueche* 1997, 170-172).

The five major types of change are only the leading edge of what will follow. The 21st century will surely be one of continuing social, economic, and political challenges. Some believe that we will see rapid and systematic change in the early decades and a return to the piecemeal change strategies later in the century (Drucker 1994). Some of the issues raised by Drucker are related to our current approach to the community college mission and the strategies necessary to accomplish it:

The five major types of change are only the leading edge of what will follow. The 21st century will surely be one of continuing social, economic, and political challenges.

- By the end of this century, knowledge workers will make up a third or more of the workforce in the United States. Yet, the individual entering

the workforce today does not possess, and is poorly prepared to acquire, the skills necessary to perform successfully as a knowledge worker.

- The acquisition of the competencies necessary to be a knowledge worker requires a different approach to work than was common in the past. Neither the management of the industry nor the educational institutions fully understand how to design curriculum and instruction to meet this need.
- The unionized, mass-production jobs available in the past 25 years, paying middle-class wages and requiring little education or skill, are disappearing.
- Knowledge workers will not be the majority in the future society of America, but they will be the largest single population by virtue of their training, leadership, and competency, and they will define the culture of the workplace.
- Education will become the center of the American work society, and higher education will become its key institution. Quality in teaching and learning will be a societal and political issue.
- The generalist aspect of college curriculum will be met by people who have learned how to acquire additional competencies and specialties in order to move from one kind of job to another, for example, from nursing to hospital administration or from market research into management.

Drucker further asserts that the major shift in how the community college operates will be in the answer to a number of questions. For example (72-80):

- What is the best approach to handling the large number of students who enter the community college without the necessary competencies or commitment to complete a selected course of training or education?
- How does the community college learn to quickly prepare individuals and groups to meet the needs of the postindustrial society?
- How can the community college become an organization that reflects in all that it does the prevailing culture of the workplace outside the college?
- How can the community college adapt to a world in which it must justify its resources based on how well it can show it is successful in equipping its learners with the competencies of acquiring and applying knowledge?

College Culture

Community colleges that have existed for a long time usually have a strong culture. We would expect Illinois's Joliet Junior College, established in 1901, to be set in its ways and Texas's Northeast College, established in 1991, to have a developing culture. As new members join a college, they learn its culture from the people who have been in the organization for the longest period of time. One of the reasons that older colleges have strong cultures is that new members are expected to conform to the culture of the college and the "way we do things around here." Over time, culture becomes resistant to change.

There is a direct relationship between leaders and college culture. Leaders who intend to leave their marks on colleges usually do so (Baker & Associates 1992). Many colleges today are operating with new CEOs but with many senior employees. New CEOs are interested in changing the prevailing culture, but the older organizational members are most often dedicated to the status quo. Leaders must be aware of the existing college culture and just how hard it will be to change. James Martin, author of *The Great Transition*, believes that the typical change agent fails because of the culture's protective barriers (1995, 456).

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In community colleges, academic and student services professionals and staff believe that their own survival in the college is based on the mission and functions of the college. Most often the resistance to change is not overt. Those who oppose cultural threats envelop the proposed changes in protective barriers and routines, procrastination, endless discussions and reviews, crises, blame, and so on (Martin 1995, 456).

A well-established college culture may be hostile to changes in its inherent patterns. The college is similar in some ways to a biological body that protects itself in three different ways. First, it prevents foreign organisms from entering if it can (external demands for accountability, for example). Second, it attacks those ideas and concepts that do enter (state-wide effectiveness criteria). Third, it discredits or distorts those organisms that it cannot kill. Leaders are faced with an elaborate culture that tries to keep out new ideas. If ideas enter, the existing culture tries to kill the ideas. If it cannot kill the ideas, it finds ways to neutralize them (Martin 1995, 459).

Leaders faced with this scenario first must ask what information can penetrate the protective barrier. Second, what and who will lead the rejection process. Third, if change strategies begin to grow, what "antibodies" will try to kill or weaken them.

Structure. Warren Bennis and Jay. R. Galbraith undertook a project in 1994 to help executives choose organizational designs for their companies. Galbraith later completed the book *Designing Organizations: An Executive Briefing on Strategy, Structure and Process* (1995), which attempted to capture the essence of concepts regarding planning for change in organizations of all types (1995, iv). Chapter 2, "A Framework for Organization Design," is adapted here to fit the core values model.

Strategy. Strategy is the community college's formula for transformation to a more effective organizational culture. It specifies the vision, mission, and basic direction for the college. The strategy responds to the pressure from external sources. The leadership of the college then attempts to develop a mission and a strategic plan. (See Mission and Strategy discussion, page 7.)

Diversity, Change, and Speed. The more mission segments a community college attempts, the more decentralization is needed. The more decentralization that exists, the more diverse is the culture. Continuing education, for example, is required to produce curricula for multiple markets. Community college leaders need great flexibility in meeting the needs of multiple constituencies. In addition, rapid change, such as the conversion from a quarter to a semester system, overwhelms an institution, especially the academic units of the college. The more diverse the academic programs, the more overwhelming is the effect. Such rapid change coupled with a quick response to demands for new courses and programs increases the need for cross-functional teams to manage the process.

Changes should be made only to enhance the problem-solving and decision-making needs of the college, to respond to the mission and strategy of the college.

Changes should be made only to enhance the problem-solving and decision-making needs of the college, to respond to the mission and strategy of the college. Leaders at all levels need to become skilled at playing several roles within the context of their leadership positions. The key is to get dialogue going in both the formal and voluntary processes. The informal conversations should be about how to help make the college a better place to work and how better to serve our students and the community.

The structure of the college determines where power and authority will be placed in the organization and is therefore a critical aspect of the existing culture. The hierarchical structure will continue to be with us into the future, but the structure will be flatter. Automation and information technology will produce new processes for affecting the existing culture, but existing organiza-

tional structures have not provided the degree of control and accountability desired by external accountability forces.

Information Technology

In *The Great Transition*, Martin returns to the discussion of organizational culture to enhance the analogy concerning the electronic organism. A community college can be thought of as an organism of people and electronics (1995, 42). As the biological organism grows, and in order to control this expansion, we need a nervous system. We need nerve centers, conditioned reflexes, and the capacity to respond quickly and effectively to our customers and to our community. Our community college nervous system must link together all levels of leadership, all locations, and all people who need information to make decisions.

In the future, students and employers will need our curriculum and our instruction in their time frame, not ours. Those community colleges that can use their nervous systems to deliver education and training in real time relative to their competitors (other higher education agencies and for-profit companies) will have a decided advantage. Operating in real time will mean limited lag time between the identification of a training or education need and the fulfillment of that need (Davis 1987, 16).

In a community college, we will need a nervous system (information systems) that gives our employees instant access to databases across the college and extended to the places business is done. Some of our databases will require the unique abilities of our people, while other operations will be completed by computers or automated systems. All individuals who provide services to our students will need to work in cooperation with computers.

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Properly programmed computers can provide decision-making information to trainers creating courses. The same computer program can provide a curriculum decision-support system to help a faculty team update a curriculum course in a college transfer program or a technical program. Artificial intelligence can aid the complex brain of a faculty member, student career counselor, financial clerk, or administrative assistant.

Telecommunications technology is advancing at a furious rate because of the immense capacity of fiber-optic networks. The power of computers, satellites, and increasingly "smart" software is growing exponentially. We can send out our instruction at the rate of 6.8 billion bits per second over each hair

of glass, yet we are still at the beginning of developing our fiber-optic networking capabilities (Martin 1995, 44).

Because our network of information can connect all locations, all faculty, staff, and administration, our knowledge workers can respond quickly to our need to operate in a real-time environment. When each leader and each manager have powerful computing networks linked to the CEO, the college becomes a human electronic creature, constantly alert, with sensors across the college's service area, detecting any demand for service, responding automatically for routine problems or alerting leaders and managers of the need to address new issues.

In the future, many of the community college's programs, policies, and operating procedures will be represented in its unique software. All missions, including literacy, transfer, technology, continuing education, and workforce development, can be designed into software packages. These packages can be sequenced into any length course from one hour to an entire curriculum program. Enrollment management models can link marketing, recruiting, assessment, career advisement, placement, student performance, and progress to job placement and job performance together in a single macro information system, from which major curriculum and instructional improvements can be determined as well as the generation of accountability, benchmarking, and institutional effectiveness criteria.

A critical aspect of a community college is the decision of what to teach and when to teach it. The faculty essentially decide what activities occur within the course and how to teach those activities. Many instructors and administrators now use spreadsheets to design curricula and to deal with calendar, clock, and location requirements. The information systems of the future will provide multidimensional spreadsheets automatically filled in by computers to handle our needs in the most effective and efficient way.

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Assume that the information system for enrollment management allowed continuing students to enter, with their advisers' permission, what they needed for the following semester or quarter and when, based on other commitments, they would be available. In every case, these returning students would receive a "best fit" schedule that would meet their needs and, it is hoped, increase their motivation to learn. New students could be advised based on their "demand" model, and new sections could be opened based on criteria built into the software. Such an information system will help produce the most effective schedule to fit the needs of both returning and new students.

Knowledge workers will be able to meet a variety of challenges by employing well-developed software. One of the major concerns of community college leaders is how to replace the senior faculty hired in the 1960s who are or will be retiring in the near future. Many of these faculty, who first worked in K–12 or in the university, may well be replaced by faculty who have had little teaching experience but years of experience in the public and private sector. A related priority will be the development of software to aid in the selection of these faculty and to provide to the faculty, once on board, a period of self-instruction involving all aspects of community college teaching, as a condition of employment.

OUTCOMES

Individual and Group Response

The primary role of community college leaders is to pick the right people. Community college leaders and managers are employed to influence and guide the response of the college's workforce in accomplishing the mission of the college. Over the years, we have developed models to influence and guide performance. These models have, in general, not produced the results that were expected, because in public sector bureaucracies the link between performance and rewards is missing. In addition, in collective bargaining environments, strong resistance prevents linking performance to pay because this linkage provides a tool to weaken the collective power of the union. The ability to link performance to pay has not been successful in noncollective bargaining environments either. The work of professional faculty, counselors, and librarians is difficult to measure, and the ability to gain consensus on criteria to be employed is extremely difficult.

The primary role of community college leaders is to pick the right people.

Lyman Porter and Edward Lawler (1968) synthesized two approaches to motivation, process, and content theories into one dynamic model. Their model does offer a framework for linking performance and rewards. Following is a brief description of the Porter-Lawler model and some examples of how performance may be linked to rewards and satisfaction.

Value of the Rewards. Employees desire various rewards from their jobs, including relationships with co-workers, promotion, salary increases, and good feelings obtained from achievement. As community college leaders and managers plan for the future, they should design organizational outcomes that focus on high-level needs for achievement, power, and affiliation.

Effort. Here, effort is a measure of the amount of energy employees exert in any given situation. Employees may invest time thinking about whether their effort will lead to the rewards they seek. In this case, job descriptions should describe not only the competencies required but how effort invested in activities that pay off for students and the community will lead to rewards for the employee as well.

Role Perception. Role perception refers to the broad sets of activities people believe are necessary to perform a job successfully. As performance cycles are evaluated, eventually time expectations can be added to a job description in order to help employees concentrate their time in the roles that have the highest pay-off for desired rewards.

Competencies. Competencies are subsets of roles and are defined as the abilities, traits, skills, and problem-solving/decision-making characteristics that individuals bring to their jobs. Job descriptions should be developed based on the performance profile of exceptional employees. In this way, performance reviews will leave room for development, triggering increased motivation to excel in any job.

Job descriptions should be developed based on the performance profile of exceptional employees.

Performance. Performance funding eventually will lead to the measurement of the performance of individuals, groups, and units in the community college. In order to maximize the resources flowing into the college, leaders and managers will need to link individual, group, and unit performance to the outcomes of the college. The outcomes ultimately must be linked back to the individual job descriptions and to concrete measures of performance. In the Porter-Lawler model, performance is related not only to the effort exerted by people but also to their competencies and the way they emphasize the various roles they are expected to play.

Rewards. Rewards are divided into extrinsic and intrinsic varieties. The college and its leaders and managers provide extrinsic rewards that include the quality of supervision, working conditions, salary, status, job security, and fringe benefits. Intrinsic rewards are administered by individuals themselves based on their perceptions of such motivational triggers as self-recognition, the quality of the job itself, the nature of responsibility, and opportunities for personal growth. Community college leaders and managers should develop a reward system that seeks to minimize dissatisfaction (extrinsic) and maximize motivation (intrinsic); research shows that motivators are more likely to produce job satisfaction; extrinsic rewards generally can only decrease dissatisfaction.

Perceived Equitable Rewards. The research shows that performance appraisal systems currently in vogue focus primarily on extrinsic motivation. The National Initiative for Leadership and Institutional Effectiveness has surveyed over 10,000 community college faculty, staff, and administrators over the past five years. The results of the survey demonstrate that people at all levels are hungry for increased rewards. While most feel that they are underpaid, most perceive that this is often beyond the control of the college. Support for recognition opportunities, increased participation in teams, and increased participation in decision making are three concepts that from college to college are the best opportunity for change.

Evidence is strong that the community college leaders and managers who expect higher performance from employees should begin to develop systems that ensure the college is hiring individuals whose skill profiles fit the needs of the college and whose commitment to the community college philosophy has been evaluated. In addition, selection, evaluation, and promotion processes should be tailored to ensure that the effort-to-reward relationship exists and that satisfaction is monitored. Satisfaction is the outcome measure of the Porter-Lawler model. The most important task for leaders and managers is to develop systems that recognize that satisfaction is more dependent on performance than performance is on satisfaction.

Outcomes Accountability

In the model shown in Figure 1, the outcome component feeds back into the external environment as well as into the other components of the model. Since the 1980s, many methods of measuring the effectiveness of community colleges have been developed. Accreditation associations have added required behaviors to ensure that the reaccreditation process is related to a strategic planning process. State systems and legislatures have developed or are considering report card techniques designed to measure various college outputs, satisfaction, and processes. An effective model was developed by the leadership team at Midlands Technical College, presented in the 1997 work *Managing Your Institution's Effectiveness.*

There is no doubt that community colleges will fare well in performance funding models if the colleges participate in the development of appropriate criteria related to their unique mission. According to Hudgins, community college leaders must seize the institutional effectiveness initiative as an opportunity to more clearly define the community college mission, and they must shape an agenda that demonstrates the success of the "people's college" in achieving its mission (Midlands Technical College 1997, ix).

Case Studies

Following is an abbreviated presentation of some important concepts and change strategies revealed in the 10 community college case studies.

1. Alabama Southern Community College

External Environment. External forces have created a reduced-resources environment. The college serves an area with high unemployment and losses in some industries, but forestry, paper, and chemical industries are growing.

Leadership. The leadership team responded with clear vision and focus on efficiency and sought partnerships, providing verbal and behavioral commitment to followers. The leadership team has a bias for action. Innovation is prized, and passion is revered over technique.

Mission and Strategy. The mission statement is present, but the CEO prefers "best rural community college in the nation" and "catalyst and coordinator of community and economic development." Partnerships, internal and external, are a major strategy.

College Culture. Innovation and calculated risk taking are rewarded. Work is fun, and rewarding work should result in satisfaction. Candor is encouraged, especially in feedback to leaders. Reorganizations, while frequent, have been a means of striving for efficiency and synergy.

Information Technology. The goal is to integrate communications where information is needed, not to add an independent department or layers of bureaucracy. Information technology is applied in learning style assessment and other instructional concerns.

Individual and Group Response. Recognition for successful performance is freely given to individuals and team members. Special effort is made to understand the motivational interest of each staff and faculty member; peer attention and commitment to group process are valued. In 1992, by unanimous vote of staff and faculty and with support of the college foundation, three guarantees of quality were adopted.

Outcomes Accountability. Outcome goals include university transfer, job placement, and employee satisfaction guarantees. Accountability measures around these three guarantees are then fed back into Alabama Southern for purposes of improvement.

2. Community College of Denver

External Environment. Shifting demographics and increasing demand for technology are affecting the college. Both factors have been addressed in the college's annual Action Priorities. The number of minority enrollees and the successful number of minority students doubled between 1987 and 1997.

Leadership. Stimulating action is important to leadership. High standards and direction are essential for the organization to fulfill its purpose. The college is committed to ongoing assessment and continual restatement of a vision for the future of the institution.

Mission and Strategy. A representative planning council reviews the mission and strategy each year. The college's mission emphasizes its role as a model institution that provides education that is accessible, affordable, and appropriate for the needs of its service area. The college strives to offer a positive learning experience for all students.

College Culture. In order to develop a positive college culture, the college emphasizes collaboration and shared governance.

Information Technology. The development of a network system has increased overall effectiveness; use of e-mail has become routine. All faculty, staff, and students address the need for involvement in the information technology initiatives of the college.

Individual and Group Response. Faculty are empowered through the decision-making process. The college has established a Teaching/Learning Center dedicated to improving teaching methods or processes and learning outcomes. The college develops an annual cycle of activity to update its strategic plan.

Outcomes Accountability. All levels of the organization are involved in developing the evaluation of achievements of the current year, the desired outcomes for the next year, and the projections for the following year.

3. Hazard Community College

External Environment. The college faces both internal and external transitions as a result of the Postsecondary Education Reform Act of 1997 and a merger with Lees College. Internal communication and a concerted team effort have given faculty and staff the opportunity to take a proactive role in this transition.

Leadership. Openness, inclusiveness, dialogue, hard work, and consensus building are valued in leadership development. Employees are committed and feel a sense of ownership in the college. Annual self-growth plans related to college goals and mission are developed by each employee.

Mission and Strategy. The college has recently revised the mission statement, with a refined set of goals and institutional effectiveness measures as strategic initiatives. In response to institutional priorities, the Office of Institutional Effectiveness was created.

College Culture. Teams of strategic thinkers were asked to identify, prioritize, and analyze issues and then formulate strategies to create a structured college culture. Organizational structure is viewed as an evolutionary system that must adapt to external and internal forces as well as be a catalyst for change. The refinement of the institutional research system is the primary focus.

Information Technology. Student information systems, communication systems, and human resource systems are being developed or reengineered. New systems will provide flexibility, responsiveness, and greater information dissemination.

Individual and Group Response. The key to motivation is in the hiring practices. New faculty and staff must be technologically experienced. In addition, faculty, administrators, and support staff must share the college's values, vision, and mission. Individuals see their efforts as part of a grand design in institutional advancement.

Outcomes Accountability. The Office of Institutional Effectiveness and Planning provides comprehensive research from constituents to the college community. Work units identify three to five major measures of effectiveness, then annually follow a structured process to identify and analyze outcomes and implement changes.

4. James Sprunt Community College

External Environment. As a result of recent scanning processes, workforce preparedness has been identified as a major issue affecting the college. In response to the need for workforce training, the college developed objectives in a two-year action plan.

Leadership. The community college encourages broad involvement of the faculty and staff in institutional decision making. Open and shared management and leadership behaviors are practiced, which has created a positive campus climate.

Mission and Strategy. Since 1992, an emphasis has been placed on developing mission strategies that address the college as a catalyst for community change. The college has institutionalized the community-based programming process, which has enhanced the strategic planning processes.

College Culture. A commitment to student-centered programs, a collaborative decision-making process, and a culture of open communication are sought by the college's faculty and staff. The college has undergone a major reorganization in which the administrative structure was streamlined, which has improved morale.

Information Technology. A campus information technology committee and the establishment of a long-range technology plan have helped in the development of a local area network. These new technologies will allow staff and students access to the Internet as well as connect them with other institutions within the community college system.

Individual and Group Response. The college's community-based programming efforts have increased interest within the communities and motivation among the staff. Leaders encourage followers to improve the competencies needed to achieve the college's mission, and faculty and staff see themselves as involved in this overall mission.

Outcomes Accountability. Two assessment methods, a comprehensive plan for measurement of students' educational outcomes and an assessment of goals key indicator report, have been developed. Within these methods, the college uses in-depth evaluations on its educational programs and services to improve outcomes effectiveness.

5. Laredo Community College

External Environment. From the external environment, tremendous growth in the unskilled workforce and immigrant population from Mexico is affecting the college. New programs in the areas of developmental and adult education are needed to meet this growing demand. The college is looking at the competency of faculty and staff as well as its commitment to the students.

Leadership. Current leadership is beginning to age, so the college is developing a program to provide mentoring and professional growth for the middle- and lower-ranking staff members.

Mission and Strategy. The greatest potential for change is the college's vision of carrying its programs to rural areas through distance education. The college is securing grants for new technology that will allow for this instruction.

College Culture. The college culture is undergoing change and reorganization. The institution celebrated its 50th anniversary by developing an alumni association and by recognizing the 50 most distinguished alumni.

Information Technology. All of the college's information systems are being reengineered. The staff seeks to improve competency by attending workshops and staff development seminars. Faculty and staff express great interest in technology development.

Individual and Group Response. Individual and group response to change is beginning to become a positive force in change. Within the next four to five years, the college will develop a new campus and complete its master plan.

Outcomes Accountability. The college is preparing for the new campus by determining the major outcomes expected in the future.

6. Macomb Community College

External Environment. Economic, educational, political, and technological trends are influencing the college. It has developed infrastructure, encouraged innovation, and launched pilot programs to respond to these trends. The college seeks to foster an academic and institutional culture responsive to all facets of the community.

Leadership. Individual and team developments, empowerment of faculty and staff, integrity, courage, and respect for all individuals are valued. Deans and directors create a dynamic environment by providing the strategic direction for their particular mission component; leadership is stressed as a means of maximizing overall institutional effectiveness.

Mission and Strategy. The college was restructured with new broad-based institutional and stakeholder interests in the areas of academic affairs, administration, business, community and employer services, and human resources.

College Culture. The faculty, staff, and administrators increase their knowledge and competence by participating on leadership teams.

Information Technology. A new PC-based market analysis system is being used by Marketing and Enrollment Services. In addition, the telephone registration system, which has been operational for three years, greatly improved the registration process.

Individual and Group Response. The college encourages holistic thinking, emphasizes a learner-centered culture, and embraces continuous institutional and individual learning. Community involvement is continually sought by the college. The conservative nature of the institution is a reflection of the surrounding community.

Outcomes Accountability. The college is currently institutionalizing a Strategic Guidance Model consisting of five major subprocesses: strategic visioning, organizational assessment, environmental scanning, quality/climate improvement, and environmental enhancement. The model will allow the college to identify strategic issues and then select and evaluate responses of implementation.

7. Miami-Dade Community College

External Environment. External forces and the changing workplace create increased competition from proprietary schools and for scarce resources. Emphasis is on short-term workforce development programs. The college and community have responded positively to legislative initiatives including linking workload to outcome funding and statewide accountability measures.

Leadership. The leadership team defines problems and challenges. Teams work to empower faculty and staff in all facets of their work in order to facilitate change and decision making.

Mission and Strategy. The mission statement emphasizes the community college's dedication to providing high-quality education that keeps the learners' needs at the center of the decision-making process. Strategies include redirecting financial resources toward development of workforce programs and establishing partnerships through workforce advisory committees.

College Culture. In developing an improved college culture, the college fosters

creativity and acts as a change agent. A performance management/evaluation system for all employees has been improved. Academic reorganization has been undertaken to provide more responsive service to students.

Information Technology. The information technology master plan was developed to cover all aspects of administrative and academic technology development. Changes are being implemented to become more synchronous with state reporting systems. The college is involved with a consortium project to revamp student systems, management information systems, accounting, and finance.

Individual and Group Response. Increased responsibility and authority for decision making is given to the deans and those supervisors closest to the point of action/delivery service. The college empowers employees through dialogue and an involvement in the change process.

Outcomes Accountability. A strategic plan was developed in response to internal and external factors and to create measurable outcomes. All systems have been reengineered, with a component to review effectiveness of the new systems. Progress in critical areas of development is communicated to the college population.

8. Midlands Technical College

External Environment. The organizational structure and the customer-centered attitude allow the college to respond to the external workforce needs of the community. A constituent-based planning process has been developed by the college to deal with the public demand for accountability and the rapid pace of change. Change, innovation, risk-taking, and achievement are embraced by the college.

Leadership. The leadership team provides a strategic direction while encouraging partnerships and promoting innovation.

Mission and Strategy. An institutional effectiveness program provides the core mission and management strategy for the college. This program assesses mission attainment through the use of 19 indicators of effectiveness that measure outcomes of a community college education.

College Culture. An organizational climate that values and rewards innovation and creativity is sought by the college. In addition, the college reorganized the administrative structure to reduce overhead costs and to enhance communication and cooperation throughout the college.

Information Technology. To enhance information quality, the college is undergoing a restructuring to eliminate redundancy and unnecessary procedures. The college is developing ways to give faculty and staff immediate access to critical information.

Individual and Group Response. The college's board of trustees sees itself as a bridge to the community by encouraging community input and involvement. Newly restructured departments are active in strategic planning, partnering with other departments who are beginning their own professional development programs. Individuals and groups are responding favorably to changes.

Outcomes Accountability. A comprehensive planning and evaluation system has been implemented to capture outcomes data. The college has undertaken a national leadership role in implementing institutional effectiveness procedures. The college's strategic planning model has been used by colleges and systems throughout the country.

9. Palomar College

External Environment. An office of institutional research and planning was established to meet the growing demands for external accountability. The college faces the challenge of keeping pace with the rapidly expanding use of technology.

Leadership. Clear expectations are set by leaders and then communicated to faculty and staff. The college employs a thorough selection process in hiring. In addition, a staff and professional development program for all faculty has been implemented.

Mission and Strategy. The mission statement establishes the institution as a learning college that focuses on the themes of empowerment, learning, evaluation, discovery, and growth.

College Culture. The college has developed a system of shared governance in which faculty, staff, administrators, and students participate on operational and planning committees. The effort has created a stabilizing influence on college culture.

Information Technology. An aging administrative software system has prompted the college to explore various options for replacement. The college is part of a consortium working with an independent agent to develop a new and integrated software system.

Individual and Group Response. Expectations are made clear and individuals whose goals reflect the mission of the college are recognized. Faculty and staff teams are committed to promoting student learning, and many employees have been asked to speak at conferences and at other colleges about the learning paradigm.

Outcomes Accountability. The college has set outcomes to improve course completion rates, graduation rates, and transfer rates by ethnic groups. Since 1987, the transfer students have typically received higher grades after transfer than students who began as university students.

10. Santa Barbara City College

External Environment. The college recognizes the demand for access to post-secondary education while faced with declining financial resources. An overall decrease in public support for higher education is managed.

Leadership. Widespread participation by all segments of the college community enhances leadership development.

Mission and Strategy. The college supports a focused communication plan that ensures access to information. The mission emphasizes vocational technical training and economic development as well as developing academic skills essential for success.

College Culture. The college provides a culture of innovation. Support is given to faculty members who introduce change into the curriculum and engage in new teaching approaches. There is strong commitment to excellence and an emphasis on working together with a solutions-oriented attitude.

Information Technology. The information technology infrastructure is being redeveloped for the 21st century. The information technology staff is an integral part of the planning and development of the technology infrastructure.

Individual and Group Response. The general mood for individuals and groups is one of pride in maintaining and enhancing excellence. The college constructs a vision of the future to motivate faculty and staff. All segments of the college community, from trustees outward, are encouraged to become involved and support ongoing projects.

Outcomes Accountability. The college has in place an annual assessment of institutional effectiveness that examines the key areas of the mission and assesses the college's effectiveness in achieving it. This annual assessment augments the accountability present in individual evaluations and program reviews.

Summary and Conclusion

Economic, educational, political, and technological forces are influencing all 10 colleges. For the most part, economic forces call for more production without increased funds. Increased accountability is demanded by national, state, and local forces. Population is increasing in several areas, often bringing increased numbers of students needing remediation. Industry, though growing in some sectors, is declining in others. Competition from proprietary schools is increasing, and consolidation of higher education institutions is increasing. Response involves increased research and planning and organizational redesign. The use of teams and the development of oriented attitudes is increasing. Infrastructure is being developed to emphasize workforce development through innovative academic programs.

Leadership skills such as employee empowerment, integrity, courage, and respect are being developed. Broad involvement of all employees in decision making is creating positive campus culture. Younger employees are being placed in higher-level leadership positions. Leaders are being taught to embrace change and innovation through risk taking and high achievement concepts. High expectations are set and communicated through the selection and hiring process. Increased accountability is developed through improved quality and quantity of information to individuals, teams, and units of the colleges.

Strategies that emphasize high productivity in a competitive environment are being developed. The mission and values of the colleges are being reshaped to deal with the economic, educational, political, and technological forces influencing the colleges and their internal and external environments. Strategic concepts are taught to deans and directors who lead mission components. Emphasis is placed on goals and strategies that address the college as a catalyst for community change. Colleges are using community-based concepts to enhance the strategic planning process.

Leaders are beginning to understand that college culture and, to some extent, community culture are under the direct influence of the CEO through the college leadership team. Several aspects of college culture

were presented by colleges in the survey. Some colleges emphasize rewards for risk taking with positive feedback. Others seek to promote a satisfying college culture through reinforcing positive learning experiences. Most employ strategic teams to study problems and create structured solutions. All of the colleges emphasize a commitment to student-centered programs, collaborative decision making, and open communications. One of the colleges is celebrating its 10th anniversary by developing an alumni association to gain support in the community. A major multicollege district acts as a change agent through the development of performance appraisal systems and is reorganizing to be more responsive to students. All of the colleges studied seek to increase overall competency and commitment while reducing overhead cost. All seek to develop a shared governance system through operational and planning committees, to provide a culture of innovation that supports those employees who seek to change, and emphasize a strong commitment to excellence through teamwork.

Most of the colleges are developing an information technology infrastructure that for the first time will eliminate redundancy and unnecessary procedures and policies. Generally, a long-range technology plan is developed by a campus technology committee. Some systems are PC-based, such as Macomb's marketing and enrollment services program. Miami-Dade has developed a technology plan covering aspects of administrative and academic issues and concerns. Miami-Dade also is involved in a consortium to revamp student, management, accounting, and finance systems. Hazard is emphasizing a refinement of the technology necessary to drive institutional research and is creating or reengineering communication and human resource systems.

The colleges are seeking increased competency and commitment by all employees to create a learner-centered culture. Increased productivity at the team, unit, and organizational levels begin with individual development. Means for achieving these ends are similar across the 10 colleges. Some colleges seek to better understand motivation and how it affects performance. Some use peer feedback and increased commitment to group

processes. Some involve all employees in the planning processes of the college. Some seek to improve hiring practices or centers where improved motivation and competency can be developed. Some colleges encourage holistic thinking and embrace continuous institutional and individual learning. Some have reemphasized the relationship of the college to the community. Several colleges are starting with the board of trustees to increase competency and commitment at every level of the institution. Santa Barbara sums up this critical area: "There is pride in maintaining and enhancing excellence in the institution. All segments of the college community, from trustees outward, are motivated to become involved in and support the ongoing projects of the college."

Some of the outcomes reported by the colleges seem to justify the efforts that achieved them. In general, the colleges studied have produced a much more participative environment with attendant feedback to all levels of the college. Most have developed a strategic plan to carry them into the 21st century. Each college has developed an Office of Institutional Effectiveness that is participatively operated on the best concepts of leadership and management of change. Some colleges have become leading advocates of community-based planning in order to meet the state demand for improved workforce development concepts.

The core values model supports the idea that the external environment becomes a driver for change and improvement in public higher education organizations. The 10 institutions who presented their cases make the point that efforts toward change take dedicated and committed leadership. The cases demonstrate that strong economic, educational, political, and technological forces affect the very nature and structure of our community colleges. The leaders and their leadership teams in turn exert influence on the management systems of the college (mission and strategy, college climate, and culture and information technology) to produce individual and group response and subsequently produce the outcomes necessary to achieve envisioned changes.

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